

Message Text

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SUBJECT: DEVELOPMENT PLANS AND EMPLOYMENT

1. SUMMARY.THE GOVERNMENT OF SRI LANKA (GSL) PLANS TO EMPHASIZE LABOR-INTENSIVE METHODS IN CERTAIN SECTORS OF ITS AMBITIOUS ECONOMIC DEVELOPMENT PLAN. DESIGNATING A NUMBER OF PUBLIC SECTOR PROJECTS TO WHICH UNEMPLOYED PERSONS WILL BE ASSIGNED, ESPECIALLY THE YOUNG AND UNSKILLED, THE GOVERNMENT HOPES TO PROVIDE TRAINING AND WORK EXPERIENCE FOR THEM WHILE COMPLETING IMPORTANT BASIC PROJECTS SUCH AS JUNGLE-CLEARING, EARTH-LEVELING AND BRIDGE-CONSTRUCTION. ELABORATE SYSTEMS ARE BEING DESIGNED FOR HIRING AND FOR INVOLVING THE WORKERS IN ALL ASPECTS OF THESE PROJECTS, INCLUDING DECISION-MAKING AND PROFIT-SHARING. PRIME MINISTER JAYEWARDENE HAS SINGLED OUT THE MAHAVELI GANGA DEVELOPMENT PROGRAM AND THREE OTHER MAJOR PROJECTS AS THOSE WHICH WILL PROVIDE THE BULK OF THE EMPLOYMENT OPPORTUNITIES IN THE NEAR FUTURE. AN UNDERSTANDABLE LACK OF PRECISION, DUE IN PART TO THE VERY EARLY STAGE IN WHICH MOST DEVELOPMENT PLANS CURRENTLY STAND, EXISTS REGARDING NUMBERS AND LOCATIONS OF PERSONS TO BE EFFECTED BY THIS POLICY. EXPANSION OF THE YOUTH SERVICE CORPS

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AND ESTABLISHMENT OF A NEW COMPULSORY YOUTH SERVICE ORGANIZATION ARE ALSO PLANNED. THE GOVERNMENT HAS ANNOUNCED THAT A RS.50 PER MONTH UNEMPLOYMENT ALLOWANCE PROGRAM WILL BEGIN IN JANUARY 1978. HOWEVER, MANY QUESTIONS CONCERNING ELIGIBILITY AND HOW THE PLAN IS TO BE ADMINISTERED ARE YET TO BE RESOLVED.A "BRAIN DRAIN" TO THE MIDDLE EAST WILL HOPEFULLY BE STEMMED WITH THE ENACTMENT OF MEASURES

TO MAKE EMPLOYMENT AT HOME MORE ATTRACTIVE. END
SUMMARY.

2. THE GOVERNMENT HAS STATED ITS POLICY OF UNDERTAKING LABOR-INTENSIVE DEVELOPMENT ENTERPRISES AS AN AVENUE TO PROVIDE WIDESPREAD EMPLOYMENT AND MORE TRAINING AND EXPERIENCE-GAINING OPPORTUNITIES FOR SRI LANKA'S WORKERS, ESPECIALLY THE UNSKILLED. TO ACCOMPLISH THIS, AN ARRAY OF PUBLIC SECTOR PROJECTS ARE ENVISAGED.THESE INCLUDE JUNGLE-CLEARING, EARTH LEVELING, ROCK EXCAVATION AND QUARRYING,BRICK AND TILE MAKING,BUILDING CONSTRUCTION, AND CONSTRUCTION OF IRRIGATION AND ALLIED HYDRAULIC STRUCTURES AND THE BUILDING OF ROADS, BRIDGES, CULVERTS, PIPE-BORNE WATER SUPPLIES AND MECHANICAL/INDUSTRIAL WORKSHOPS AND FACTORIES.

3. THE GOVERNMENT INTENDS TO CONTINUE A LONG USED CONTRACT SYSTEM FOR UNDERTAKING THESE PROJECTS. REPORTEDLY, A PLAN TO UTILIZE A MODIFIED TENDER-CONTRACT ARRANGMENT FOR PRIVATE SECTOR AS WELL AS GOVERNMENT SUPPORTED PROJECTS IS UNDER CONSIDERATION AND IS LIKELY TO BE ADOPTED.LIKewise, A SCHEME DESIGNED TO USE LARGE EARTH-MOVING MACHINERY TO MAXIMUM ADVANTAGE WITHOUT DILUTING THE LABOR-INTENSIVE POLICY APPROACH IS REPORTED TO BE UNDER CAREFUL STUDY. CRITICS OF THE POLICY TO ADOPT LABOR-INTENSIVE METHODS IN PREFERENCE TO THE LESS COSTLY MECHANIZED SCHEMES LIMITED OFFICIAL USE

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TEND TO AGREE WITH OFFICIALS THAT THE EXTREMELY HIGH

UNEMPLOYMENT RATE JUSTIFIES THIS EXPEDIENT PROCEDURE SINCE IT WILL LESSEN THE EXPLOSIVE SITUATION UNEMPLOYMENT PRESENTS.BOTH GROUPS ALSO SHARE THE BELIEF THAT WORKER INCENTIVES, SUCH AS PROFIT-SHARING PLANS AND PROVISIONS FOR WORKERS' INPUT INTO PROJECT DECISIONS, MUST BE INCLUDED IN THE SCHEMES IN ORDER TO OVERCOME TRADITIONAL LOW LABOR OUTPUT.

4. HIRING AND JOB PLACEMENT

A RATHER ELABORATE SYSTEM TO ENGAGE THE UNEMPLOYED AND ESPECIALLY THE YOUNG IN THESE PROJECTS IN BEING DEvised. IT WILL REQUIRE THAT ALL PERSONS INTERESTED IN EMPLOYMENT ON THE PROJECTS BE REGISTERED WITH A DISTRICT JOB BANK. ORDINARILY, THE NON-REGISTERED WILL NOT BE EMPLOYED ON THESE PROJECTS. GOVERNMENT DISTRICT MINISTERS WILL BE PROVIDED WITH A LIST OF PROJECT VACANCIES MONTHLY. A JOB PLACEMENT COMMITTEE,COM-PRISED OF THE ASSISTANT GOVERNMENT AGENT AND TWO PERSONS NOMINATED BY THE MEMBER OF APRLIAMENT (MP) WHO REPRESENTS THE DISTRICT, WILL REVIEW APPLICATIONS, INTERVIEW THE APPLICANTS, OVERSEE SKILLS TESTS, ETC., AND THEN RANK

APPLICANTS FOR PLACEMENT. THIS SYSTEM IS BEING
HAILED AS A MORE EFFICIENT AND A MORE EQUITABLE WAY OF
FILLING VACANCIES. UNDER THE PRESENT SYSTEM, THE MP
HAS ALMOST COMPLETE CONTROL OF HIRING FOR LOCAL AND
DISTRICT PROJECTS, SUBJECTING HIM TO ACCUSATIONS OF
NEPOTISM AND POLITICAL FAVORITISM, IN ADDITION TO
REQUIRING THE MP TO DEVOTE A CONSIDERABLE AMOUNT OF HIS
TIME TO JOB PLACEMENT.

5. PROMISING FULL EMPLOYMENT BEFORE THE TERMINATION
OF HIS PRESENT ADMINISTRATION, THE PRIME MINISTER HAS
IDENTIFIED FOUR PROJECTS AS THOSE WHICH WILL PROVIDE
THE BULK OF THE EMPLOYMENT OPPORTUNITIES IN THE NEAR
FUTURE. THE PROJECTS ARE:
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(A) THE MAHAVELI GANGA DEVELOPMENT PROGRAM WHICH
GOVERNMENT SPOKESMEN SAY WILL PROVIDE EMPLOYMENT FOR
150,000 WORKERS IN 1978 AND UP TO 350,000 WITHIN TWO TO
THREE YEARS.

(B) DEVELOPMENT OF THE CITY OF COLOMBO; 150,000
WORKERS IN TWO YEARS.

(C) DEVELOPMENT OF THE SUBURBS OF COLOMBO. (NO JOB
ESTIMATES PUBLISHED AS YET.)

(D) THE FREE TRADE ZONE (FTZ, I.E. EXPORT PROCESSING
ZONE); 50,000 IN TWO YEARS.

6. IT IS UNCERTAIN HOW CLOSELY THESE ESTIMATES
RESEMBLE REALITY. THE ESTIMATES QUOTED ABOVE ARE THOSE
MOST OFTEN SEEN IN THE MEDIA. VARIATIONS IN THESE
ESTIMATES APPEAR OFTEN, DEPENDING ON WHO IS SPEAKING,
AND ON THE AUDIENCE. THREE RECENT ARTICLES QUOTED
THE PRIME MINISTER AS ESTIMATING THE NUMBER OF JOBS
TO BE CREATED IN THE ABOVE PROJECTS. EACH OF THE
ARTICLES, CONCERNING THREE DIFFERENT ADDRESSES BY THE
FINANCE MINISTER, CARRIED DIFFERENT ESTIMATES FOR EACH
PROJECT.

7. ALSO CONTRIBUTING TO A CONFUSION ON JOB AVAIL-
ABILITY ARE ANNOUNCEMENTS IN THE MEDIA, SUCH AS
"247,000 VACANCIES IN STATE SECTOR" WHICH WAS THE CAPTION
OF A RECENT NEWS-PIECE. FOLLOW-UP ON THE PIECE WITH
THE REPORTER AND WITH OFFICES OF THE LABOR MINISTRY
IDENTIFIED AS THE SOURCE OF THE INFORMATION, REVEALED
THAT LITTLE WAS KNOWN ABOUT WHERE THE VACANCIES
EXISTED. IT WAS JUST AS UNCLEAR WHETHER THIS FIGURE
REPRESENTED DUPLICATION OR OVERLAP BETWEEN THESE
OPENINGS AND OTHER GOVERNMENT EMPLOYMENT PROJECTIONS.

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8. YOUTH SERVICES

THE GOVERNMENT HAS STATED ITS POLICY TO CONCENTRATE ON PROVIDING EMPLOYMENT FOR YOUTH. THE UNEMPLOYMENT RATE AMONG SRI LANKA'S 16 -25 YEAR AGE GROUP IS CONSIDERABLY HIGHER THAN THE ESTIMATED 20 PERCENT NATIONAL UNEMPLOYMENT RATE. UNDER CONSIDERATION ARE SEVERAL PLANS TO ATTACK THE PROBLEM OF YOUTH UNEMPLOYMENT. AMONG THEM ARE COMPREHENSIVE JOB-TRAINING PROGRAMS AND A SYSTEM FOR PREFERENCIAL HIRING OF THE YOUTH. EXPANSION OF THE TEN-YEAR-OLD VOLUNTARY YOUTH SERVICES CORPS IS ALSO ANTICIPATED. KNOWN AS THE "LAND ARMY", IT IS A PROGRAM WHEREIN YOUNG MEN AND WOMEN WORK ON LOCAL DEVELOPMENT PROJECTS, PRIMARILY RURAL, FOR VERY LOW PAY.

9. THE YOUTH CORPS PROGRAM IS CONSIDERED BY MANY TO HAVE BEEN OF LITTLE VALUE TO DATE, ALLEGEDLY BECAUSE OF POOR ADMINISTRATION DUE LARGELY TO CORRUPTION AND POLITICAL INFIGHTING WITHIN THE NATIONAL YOUTH SERVICES COUNCIL, THE CORPS' PARENT AGENCY. ACCORDING TO THE NEW DIRECTOR OF THE COUNCIL, THE PRIME MINISTER IS PERSONALLY DIRECTING RESTRUCTURING OF THE COUNCIL,
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DEMONSTRATING HIS STRONG CONVICTION THAT THE YOUTH CORPS CAN BE A PRODUCTIVE DEVELOPMENT TOOL.

10. THE DIRECTOR CORROBORATED A RECENT MEDIA REPORT THAT GOVERNMENT APPROVAL OF A PROPOSAL TO CREATE A MINISTRY OF YOUTH AFFAIRS (MYA) IS VIRTUALLY ASSURED AND THAT THE MINISTRY IS EXPECTED TO BEGIN TO FUNCTION IN EARLY 1978.

11. ACCORDING TO THE REPORT,THE MYA' S CHIEF OBJECTIVE WILL BE TO RECRUIT YOUTH INTO NATIONAL DEVELOPMENT SERVICE FOR THE PURPOSE OF:

(A) TRAINING IN NATIONAL DECISION-MAKING.

(B) INSTILLING A SENSE OF NATIONL PATRIOTISM AND A CONCERN FOR THE WELL-BEING OF FELLOW CITIZENS.

(C) DEVELOPING THE INHERENT CHARACTERISTICS OF THE INDIVIDUAL YOUTH IN LEADERSHIP, INNOVATION SKILLS,ETC.

(D) INVOLVING THE YOUTH IN DEVELOPMENT ACTIVITIES TO ESTABLISH THE DIGNITY OF LABOR.

12. THE GOVERNMENT HAS NOT CLARIFIED WHAT THE RELATIONSHIP BETWEEN THE YOUTH COUNCIL AND THE NEW MINISTRY WILL BE. IT IS POSSIBLE THAT THE COUNCIL WILL BE PLACED UNDER THE MYA.

13 COMPULSORY YOUTH SERVICE

ANOTHER POSSIBILITY, ACCORDING TO THE YOUTH COUNCIL DIRECTOR, IS THAT THE COUNCIL WILL CONTINUE TO FUNCTION AS A QUASI-INDEPENDENT AGENCY UNDER THE DIRECTION OF THE PRIME MINISTER OR THE PRESIDENT, WITH ITS PROGRAM RESPONSIBILITIES LIMITED TO SUPERVISION OF THE EXISTING YOUTH CORPS AND SUPERVISION OF A SECOND CORPS OF SIMILAR STRUCTURE AND PURPOSE BUT COMPRISED OF YOUNG LIMITED OFFICIAL USE

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PEOPLE IN COMPULSORY SERVICE TO THE COUNTRY. STILL VERY MUCH IN THE IDEA STAGE, LITTLE MORE IS KNOWN OF HOW THE COMPULSORY SERVICE PROGRAM WILL BE ORGANIZED.

14. IMPLEMENTATION PROGRAMS

IMPLEMENTATION OF ONLY A PORTION,MUCH LESS ALL OF THE PROPOSED PALNS TO COORDINATE THE PROGRAMS DESIGNED TO RELIEVE THE VAST UNEMPLOYMENT WITH THE GOVERNMENT'S ECONOMIC DEVELOPMENT PLAN POSES A TREMENDOUS CHALLENGE TO THE INGENUITY,AND ORGANIZAIONAL AND ADMINISTRATIVE CAPACITIES OF THE GOVERNMENT BUREAUCRACY.MOST PLANS TO DATE CALL FOR NATIONAL, DISTRICT, AND MUNICIPAL COLLABORATION AND COODINATION. MANY SRI LANKANS SEEM TO FEEL THAT THE RECORD OF PAST ATTEMPTS TO ACCOMPLSIH FEATS WHICH CALLED FOR SIMILAR BROAD SUPPORT AND COOOPERATION BETWEEN THE VARIOUS

GOVERNMENT SECTORS IS LESS THAN IMPRESSIVE. THUS, AN AIR OF HOPEFUL SKEPTICISM PREVAILS ABOUT THE PROSPECTS FOR THE UNEMPLOYMENT PROBLEM BEING SUBSTANTIALLY ALLEVIATED VIA MAHAVELI, FTZ, AND THE LIKE.

15. UNEMPLOYMENT ALLOWANCES

THE INSTITUTION OF A RS. 50 (\$3.13) PER MONTH UNEMPLOYMENT ALLOWANCE HAS RECEIVED GENERALLY FAVORABLE REACTION THROUGHOUT ALL SECTORS OF THE POPULATION. THOUGH THE GENERAL GUIDELINES FOR ELIGIBILITY APPEAR CLEAR AND UNCOMPLICATED AT FIRST GLANCE, A SLIGHTLY CLOSER EXAMINATION REVEALS SOME POTENTIALLY TROUBLESOME IMPLICATIONS.

16. TO BE ADMINISTERED BY GOVERNMENT AGENTS AND UNDER THE MINISTRY OF SOCIAL SERVICE, THE ALLOWANCE IS PAYABLE TO ALL REGISTERED UNEMPLOYED MEN BETWEEN 18 AND 50 YEARS OF AGE. SO FAR, PUBLISHED RESTRICTIONS ARE:

(A) ELIGIBILITY IS LIMITED TO THREE PERSONS IN A SINGLE LIMITED OFFICIAL USE

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FAMILY.

(B) STUDENTS ARE NOT ELIGIBLE.

(C) SELF-EMPLOYED PERSONS, INCLUDING FREE-LANCE LABORERS, ARE NOT ELIGIBLE.

(D) ONE'S ELIGIBILITY CEASES WHEN HE ACCEPTS EMPLOYMENT, OR WHEN HE REFUSES AN OFFER OF EMPLOYMENT.

17. MANY QUESTIONS REMAIN UNANSWERED CONCERNING ADMINISTRATION OF THE NEW ALLOWANCE SYSTEM, I.E., WHY A MAXIMUM ELIGIBLE AGE OF 50 YEARS? WILL THE PLAN APPLY EQUALLY TO UNEMPLOYED FEMALES? WHAT WILL THE RELATIONSHIP BE BETWEEN ELIGIBILITY FOR THE ALLOWANCE AND ACCEPTANCE OR REFUSAL OF EMPLOYMENT AT, SAY, THE MAHAVELI PROJECT? WILL THE ALLOWANCE CONSTITUTE A DISINCENTIVE TO SEEK WORK?

18. THESE, AND MANY MORE QUESTIONS SUGGEST THAT THE ADMINISTRATION OF THE UNEMPLOYMENT ALLOWANCE PROGRAM IS NOT GOING TO BE EASY. MOREOVER, THE ABSENCE OF HARD DATA TO SHOW HOW MANY PERSONS ARE PRESENTLY ELIGIBLE FOR THE ALLOWANCE MEANS THAT AN ACCURATE ESTIMATE OF THE FUNDING COSTS IS NOT LIKELY TO BE ARRIVED AT FOR SOME TIME. THE GOVERNMENT'S PRELIMINARY ESTIMATE IS RS. 645 MILLION (\$40.3 MILLION) BUT THE ACTUAL COST COULD BE HIGHER. COMPLETION OF A RECENTLY BEGUN CENSUS WILL BE HELPFUL.

19. EMPLOYMENT ABROAD

DURING THE PAST YEAR AN ESTIMATED 10,000 SRI LANKANS

HAVE BEEN PLACED IN JOBS IN THE MIDDLE EAST (ME) WITH THE ASSISTANCE OF SEVERAL EXPATRIATE (MAINLY EUROPEAN) EMPLOYMENT AGENCIES IN COLOMBO. IRAN, DUBAI AND SAUDI ARABIA ARE AMONG THE LEADING RECIPIENTS OF SRI LANKAN LIMITED OFFICIAL USE

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LABOR.

20. AT A TIME WHEN ONE MIGHT EXPECT THE GOVERNMENT TO BE ATTEMPTING TO STEM THE FLOW OF WORKERS FROM THE COUNTRY, ESPECIALLY THOSE WITH SKILLS WHICH WILL BE REQUIRED IN THE DEVELOPMENT PROGRAMS, THE OPPOSITE IS TRUE. IN WHAT SEEMS TO SOME TO BE A CONTRADICTION, THE GSL ENCOURAGES WORKERS TO SEEK EMPLOYMENT AND A LABOR MINISTRY OFFICE HAS RECENTLY BEGUN ASSISTING INTERESTED CITIZENS TO SECURE EMPLOYMENT ABROAD.

21. ADMITTING THAT THIS CONSTITUTES SUPPORT OF A "BRAIN DRAIN" TO ACCOMPANY THE BRAIN DRAIN PROBLEM, MINISTRY OFFICIALS EXPLAIN THAT LONG-STANDING GOVERNMENT POLICIES PERMITTING RELATIVE FREEDOM TO SRI LANKA CITIZENS TO WORK ABROAD WILL CONTINUE; AND, AS LONG AS THIS IS THE CASE, THE LABOR MINISTRY MUST BE INVOLVED TO PROTECT THE INTERESTS OF THE CITIZENS EMPLOYED ABROAD. THEY POINT OUT, HOWEVER, THAT PLANS TO MAKE DOMESTIC EMPLOYMENT MORE ATTRACTIVE TO PROFESSIONALS AS WELL AS OTHER WORKERS ARE CURRENTLY UNDER STUDY.
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